

## **Project Characteristics – TAB 2**

*2a. Provide a description of the transportation facility or facilities, including the conceptual design and all proposed interconnections with other transportation facilities. Describe the project in sufficient detail so the type and intent of the project, the location, and the communities that may be affected are clearly identified. Describe the assumptions used in developing the project. The project description should be prepared in a way that fully recognizes any federal and/or Commonwealth requirements to analyze other project alignments and alternatives.*

The Dulles Toll Road is one of the Commonwealth's most prized transportation assets, and the team's recognition of that fact drives how we intend to leverage the project to achieve other state priorities. As one of the most heavily traveled transportation corridors in the state, and one of the most fiscally sound toll roads in the country, the Dulles Toll Road should not be given away at a fire sale price in return for relatively modest improvements to the existing road, particularly when there are many other pressing transportation priorities in Northern Virginia. Further, merely improving the existing facility by enhancing interchanges and the tolling system does little to address an emerging issue on the road – congestion. Forcing more people onto the road and speeding them through the toll process does little to improve the quality of the commute and will only frustrate drivers who feel that because they pay a toll, their experience should be better than the free alternatives on I-66 or Route 7.

These concepts are what have driven our proposal. Our goal is to not only unlock the value inherent in the Dulles Toll Road to provide resources to invest in needed improvements for that facility, but also provide monies for other regional projects, notably the state's share of funding for Phases 1 and 2 of the extension of Metrorail to Dulles International Airport and into Loudoun County, improvement to other roads serving the Dulles corridor, and ensuring the maintenance and operations of the Dulles Toll Road and the Dulles Airport Access Road. **Over the term of the concession, our proposal results in a nearly \$5.7 billion benefit to the Commonwealth.**

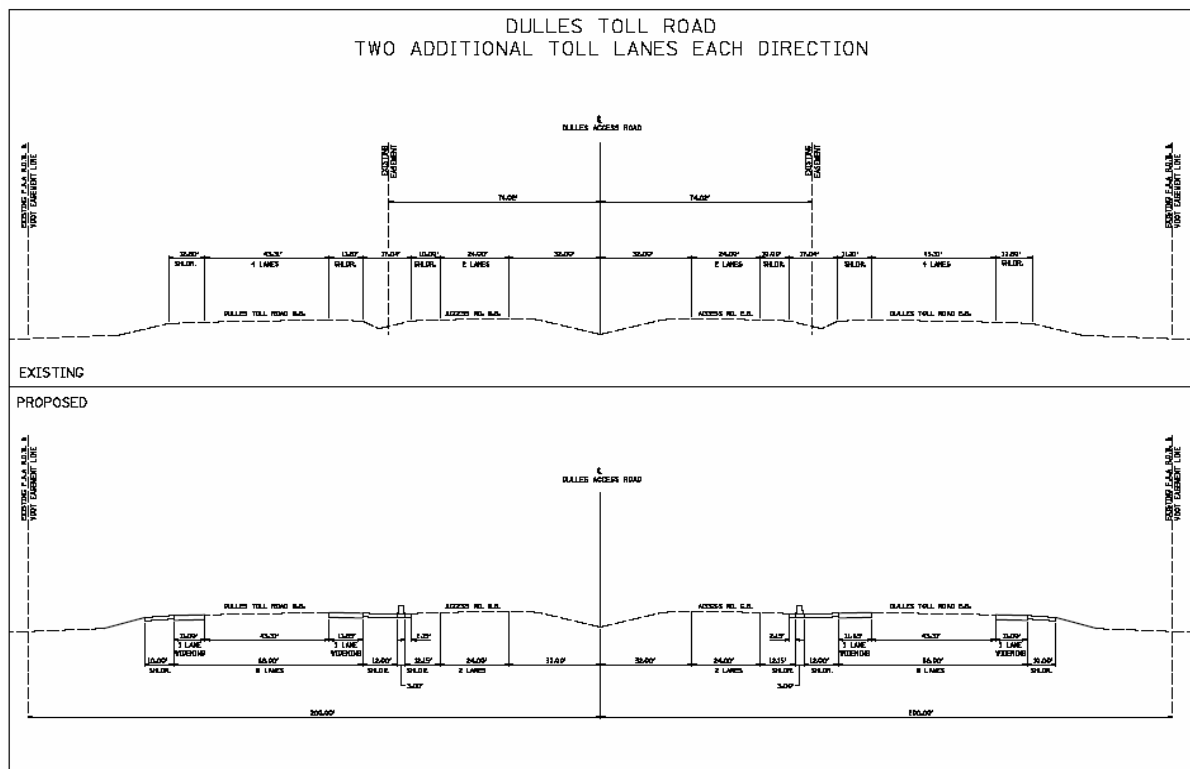
Our first priority in improving the Dulles Toll Road itself is to add capacity. Our innovative concept includes the addition of up to two "toll express" lanes in each direction. These express lanes will be open to all users of the facility and offer many benefits. The Toll Express concept may initially begin with levying the prevailing toll used on the existing four lanes of the Dulles Toll Road during non-peak or other uncongested times on the facility. When congestion reaches certain levels, particularly during the peak periods, tolls on the Toll Express lanes would be increased to manage the number of vehicles in the lanes, keeping congestion levels at free flow. Thus, those commuters who are willing to pay a higher toll will be able to avoid the congestion in the existing toll lanes. Toll rates would likely approximate that levied currently on the Dulles Greenway. This innovative concept generates not only sufficient revenue to support the construction of the up to two additional lanes which will be open to all users at non-peak times, but the congestion pricing model helps to provide additional options to

commuters using the facility and provides additional revenue to use on other regional projects.

Currently, we are proposing two potential configurations for the Toll Express concept. Based upon preliminary analysis, there is sufficient right of way and funding in the finance plan to construct either of these plans, but the decision about which one will be constructed will primarily be driven by further study as we move to the detailed proposal phase and through the environmental and negotiation phase if selected by the Commonwealth through the PPTA process. Both concepts depict typical sections, so there will be specific areas in the corridor where minor modifications will be needed.

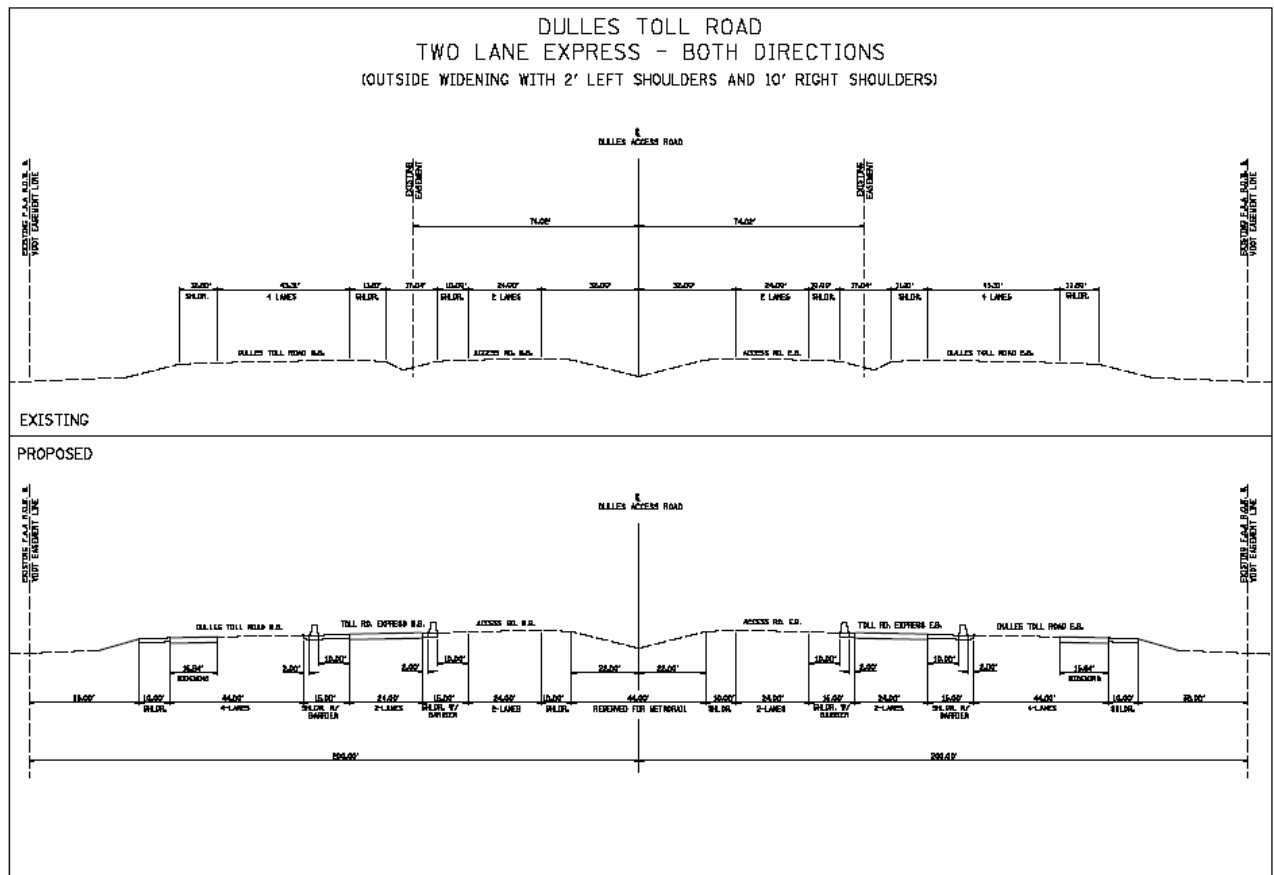
### **Toll Express Design Concept #1**

The first concept essentially adds two lanes in each direction to the Dulles Toll Road – one on the left and one on the right – creating a six lane corridor in each direction for nearly the entire length of the corridor. The far left two lanes would become the Toll Express lanes and the remaining four right lanes would be available to users at the current toll rate. Electronic monitoring of vehicle movements in the corridor would bill users according to which lane they use. Drivers who stay in the four right lanes would only be billed at the current Dulles Toll Road rate. Drivers who use the Toll Express lanes would be billed at the rates outlined in Section 3c. This concept is especially attractive because it requires the least amount of adjustment to the current easements occupied by the Dulles Toll Road and the Dulles Airport Access Road. A typical cross section of this concept is as follows:



## Toll Express Design Concept #2

The second concept calls for building the Toll Express lanes between the Dulles Toll Road and the Dulles Airport Access Road and separating the three transportation facilities with concrete barriers. The Toll Express lanes would be barrier separated from the existing lanes of the Dulles Toll Road and have several ingress and egress points along the route, notably in the Reston area. They would begin shortly west of the partial interchange for Wolf Trap and terminate just east of Route 28. In order to minimize the impact on the existing right of way and easements used by MWAA and VDOT, we would request permission for a design exception to permit more narrow shoulders than current VDOT standards on the left side of the Toll Express lanes and the Dulles Toll Road. A typical cross section of this concept is as follows:



Under either scenario, the existing HOV lane would be preserved.

An added benefit of both of these concepts is that they reserve existing right of way on the outside of the lanes for even further widening in the future.

## **Proposed Improvements to the Dulles Toll Road**

In addition to the extra capacity created in the Toll Express lanes, our team will make important investments in the existing road. Most notable is the immediate replacement of nearly all toll equipment in order to move towards an open-tolling environment in the entire length of the road. Currently, drivers face frustrating delays when trying to pay tolls. Because the Dulles Toll Road has one of the highest penetration rates for electronic tolling in the state, additional open tolling lanes should be added immediately. Expanded use of open tolling in the corridor will also decrease per transactions cost, allowing revenues not used for toll collection to be dedicated to other facility needs such as maintenance and operation or to become part of revenues used for additional transportation improvements. The experience of our team members Cofiroute USA and TransCore will be instrumental in the implementation of this plan.

Further, the experience of the team with the Dulles Greenway using marketing strategies and variable pricing to encourage the use of electronic tolling methods can be duplicated on the Dulles Toll Road. The move to more open tolling will also help reduce congestion and enhance capacity in the corridor. Among the improvements to the Dulles Toll Road and intersecting roads that will be performed by the Dulles Express team are:

- Widening of toll plazas to add capacity for electronic collection at Route 28, Centreville Road, the Fairfax County Parkway, Reston Parkway, Wiehle Avenue, and Hunter Mill Road.
- Improvements at the mainline toll plaza to facilitate greater use of electronic tolling.
- Sound wall and bridge rehabilitation throughout the corridor to extend the life of the project.
- Resurfacing of the Dulles Toll Road and the Dulles Airport Access Road on a regular schedule.

As a result of discussions with officials with the Metropolitan Washington Airports Authority, we learned of the organization's long range plans to add a lane to each direction of the Dulles Airport Access Road (DAAR) at some time in the future when traffic in those free lanes was heavy enough to warrant additional capacity. Currently, the timeframe for that improvement is unknown, and the right of way being reserved for that improvement could be put to use immediately to benefit users of the Dulles Toll Road while preserving future options for free access to Dulles Airport.

Our plan calls for constructing the Toll Express lanes in approximately the right of way reserved for the additional lane of the DAAR. The right of way reserved for the extension of Metrorail would not be impacted. Under either design concept for the Toll Express lanes, we would essentially preclude the construction of a third lane on the DAAR. As a result, among the operational options we are contemplating when the existing DAAR is at capacity is to have the Toll Express lane open and free to users of the Dulles Toll Road whose trips either originate or terminate at Dulles International

Airport. These users of the Toll Express lanes would not be charged for the trip. We believe that this can be accomplished through minor modifications to our tolling equipment to continuously monitor trips by vehicles in the corridor. The advantages of this concept are evident. Not only do we create additional, needed capacity for users of the Dulles Toll Road to alleviate congestion on that road, but we create now an additional toll-free way for local drivers to access the airport. Trips originating or terminating at the Capital Beltway would still have the ability to use the DAAR, and those trips originating or terminating along the Dulles Toll Road would be free of charge so long as Dulles International Airport was where the car started or ended its journey. The additional benefit of this plan is that it saves precious capital resources for the Metropolitan Washington Airports Authority to invest in Dulles and Reagan National Airports – its mission – not in road capacity. Our plan also includes the assumption of the maintenance of the DAAR from MWAA which again frees up resources to use on airport activities.

### **Funding for other Dulles Corridor Transportation Improvements**

As further outlined in Section 3, our plan also provides hundreds of millions in immediate funds to the Commonwealth to invest in other transportation infrastructure. We believe that the Virginia Department of Transportation, in cooperation with the Department of Rail and Public Transportation, the Metropolitan Washington Airports Authority, Fairfax County, and Loudoun County, should retain the right to decide how these funds are expended over time. We suggest, however, that priority should be given to the following projects because of their direct link to the Dulles corridor and the role they play in addressing the objective of improving service to and from Washington Dulles International Airport. These improvements include:

- Contribution of the state share towards improvements to Route 28 in Fairfax and Loudoun Counties to completely grade separate all interchanges along the corridor from Interstate 66 to Route 7. Additionally, funds could also be allocated towards the much needed widening of the road.
- Improvements to State Route 606 west of Dulles International Airport in Loudoun County connecting U.S. Route 50 to Route 7.
- Interchange improvements and ramp enhancements along the Dulles Toll Road including locations at the Fairfax County Parkway, Reston Parkway, Hunter Mill Road, and at Tyson's Corner.
- Subsidizing bus connections to the Metro system until Metrorail is constructed to Dulles Airport and into eastern Loudoun County.
- Improvements to Route 7 and Interstate 66 which provide an alternate route to the Dulles Toll Road for those who do not want to pay a toll.

As further outlined in Section 3, our proposal also accelerates the Commonwealth's current commitment to fund a portion of the expenses associated with the extension of Metro to Wiehle Avenue in Fairfax County, and later into Loudoun County past Washington-Dulles International Airport. The majority of the state's share of this cost was intended to be funded through the recent increase in tolls on the Dulles Toll Road

and an anticipated toll increase in 2010. This commitment will not be impacted in any way by this proposal. In fact, our finance plan accelerates the availability of those funds.

In sum, the Dulles Express plan provides a nearly \$5.7 billion benefit to the Commonwealth over the term of our proposed agreement. No toll increases on the existing lanes of the Dulles Toll Road beyond those already contemplated in 2010 pursuant to a resolution passed by the Commonwealth Transportation Board related to funding for Phase 2 of the Dulles Metrorail project are needed to achieve this benefit. If, however, the Commonwealth desires additional improvements to the Dulles Toll Road and/or other regional transportation facilities, such as the enhanced improvements package suggested by the Dulles Corridor Mobility Initiative, beyond what is contemplated in the Dulles Express plan, future toll increases may be necessary. Toll increases are at the discretion of the Commonwealth Transportation Board.

Through our team partner, Infrastructure Corporation of America, all maintenance of the facilities will be assured. This includes not only routine maintenance to fix problems, snow removal, and moving, but also routine pavement overlays, repairs to the toll facilities, and other maintenance needs.

*2b. Is the proposed project consistent with applicable state and federal statutes and regulations, or reasonably anticipated modifications of state or federal statutes, regulations or standards? Does the proposed design meet appropriate state and federal standards?*

The proposed project is consistent with the innovative concepts facilitated by the Public Private Transportation Act and initiatives at the federal level to facilitate greater private investment in the management and construction of transportation facilities. Because of the unique ownership structure of the Dulles Toll Road – the underlying land being owned by the U.S. Department of Transportation and leased to the Metropolitan Washington Airports Authority which has granted the Virginia Department of Transportation the right to construct and operate the Dulles Toll Road – we will continue to explore whether any modifications are needed to these arrangements to permit an agreement similar to what the team has proposed.

Many of the improvements we have proposed, including the Toll Express lanes, interchange improvements to the Dulles Toll Road, and improvements to other regional roads such as Route 7, Route 28, Route 606, and Interstate 66, have been discussed in various regional transportation plans, however, because they are not funded, they are not included in the current recommendations. Our funding plan makes them fiscally feasible.

The proposed design of the Toll Express lanes will meet appropriate state and federal standards. Some design exceptions may be necessary if the environmental process requires adjustments to the proposed project scope. Design exceptions related to shoulder width would also be required for one of our construction concepts.

*2c. Identify and fully describe any work to be performed by the Department or other public or private entities.*

Because the team intends to assume all operations and maintenance activities for the current Dulles Toll Road, the expanded capacity as outlined in Section 2a, and the Dulles Airport Access Road, including fence to fence maintenance of the transportation facility and related structures, toll collection, equipment installation and maintenance, and project management services, the work to be performed by VDOT is limited to the necessary approvals for the concession project and general oversight to ensure compliance with any performance standards. Where the facility intersects with Department or other local government transportation facilities, we would expect to coordinate various maintenance and construction activities.

Additionally, our plan calls for cooperation with the Department, VDRPT, MWAA, and local government to select and assist with the award of contracts for other related transportation improvements.

VDOT and other governmental assistance will be required to ensure that the proposal is included in the appropriate local, regional and state transportation and air quality plans. This assistance will also be helpful in securing any of the environmental permits listed in Section 2d.

At this time, we do not believe additional right of way outside the existing easements will be necessary. The Dulles Express team also intends to serve as the agent for VDOT on all utility relocation issues.

*2d. Include a list of all federal, state and local permit and approvals required for the project and a schedule for obtaining such permits and approvals. Identify which, if any, permits or approvals are to be obtained by the Department and have specific oversight requirements.*

We anticipate development of the project in accordance with VDOT requirements and with the full involvement of other relevant agencies including the Metropolitan Washington Airports Authority, Fairfax County, and WMATA. Preliminary Engineering and the Environmental Assessment will be conducted concurrently over the first 18-24 months, and will provide an opportunity for relevant agencies as well as the public to provide input. Final design activities will be closely coordinated with the construction effort; construction inspection will be conducted in accordance with VDOT requirements to ensure that the design and construction work are performed to VDOT standards. Because most of the improvements will occur within the existing MWAA-owned easements, we believe some of the permitting activities may be more limited than would be expected for a traditional transportation project.

Among the permits and approvals that may be required are:

Section 4(f) U.S. Department of Transportation  
Department of Environmental Quality, Water Protection Permit  
Section 107 Endangered Species Act clearances  
Section 106 National Historic Preservation Act reviews  
Various local construction, grading, land disturbance, and erosion permits  
Section 404 Permit – U.S. Army Corps of Engineers  
State Environmental Review Process approvals  
National Environmental Protection Act reviews and approvals  
Virginia Marine Resources Commission, Subaqueous Bottoms Permit  
Utility relocation approvals and certifications

*2e. Without completing the anticipated Environmental Document, identify any anticipated adverse social, economic and environmental impacts of the project. Specify the strategies or actions to mitigate known impacts. Identify the projected positive social, economic and environmental impacts of the project.*

We do not anticipate any adverse social, economic or environmental impacts of the project. Instead, we believe the project as we have proposed it, offers significant benefits to the users of the road. Many of these benefits are outlined in Sections 4 and 5.

Because the road is built on federal property and intersects with the interstate system, it is likely that the NEPA process will have to be followed. At a minimum, the State Environmental Review Process (SERP) will be followed to protect any environmental resources within the corridor. SERP is the way in which state agencies are provided the opportunity to comment and supply environmental resource information on projects. This law, as detailed in Virginia Code sections 10.1-1188 *et seq.*, requires state agencies to prepare and submit environmental impact reports for construction of facilities that will cost \$100,000 or more. Although this project will be built with private funds, it is expected that the SERP will be followed, as is the practice for projects of this nature.

The SERP process begins by submitting a project early notification form to the Interagency Environmental Coordination Committee (IECC) that details a project description, tentative project schedule, stream crossing and bridge information, and a USGS topographic map illustrating the project location. Each of the 10 agencies that make up the IECC will review this information for potential impacts to resources under their jurisdiction and provide that information to the project proponent so that any potential impacts are identified early and minimized. Since this project is not expected to go beyond the existing maintained right-of-way, no significant impacts are expected.

This project team recognizes the interconnectedness of state, federal, and local agencies in the area including the Federal Aviation Administration, Metropolitan Washington Airports Authority, Virginia Department of Transportation, Loudon County, and Fairfax County. This project will require close coordination and early consultation with these and other applicable agencies as the environmental review process proceeds.

Because most of the improvements will occur within the existing right-of-way, we do not anticipate any adverse impacts on adjoining landowners. Further, our plan to accelerate the funding for the extension of Metrorail towards Dulles Airport affords many environmental and economic benefits to the general public.

The construction of the Toll Express lanes will have a positive economic benefit, not only through the creation of construction jobs during the project's development, but in also facilitating increased economic growth in the corridor. The reduction in peak period gridlock that congestion pricing in these lanes will allow will also improve the quality of life for the thousands of commuters who use the road daily.

2f. *List the critical factors for the project's success.*

- Detailed assessment of existing conditions on the Dulles Toll Road to verify cost estimates for proposed maintenance and operations activities
- Execution of a comprehensive agreement with the Virginia Department of Transportation to include a concession agreement for operation and management of the Dulles Toll Road
- Resolution of financial issues related to existing Dulles Toll Road obligations (Virginia Commonwealth Transportation Board general obligation bonds and the Fairfax County note)
- Securing necessary approvals (environmental and other regulatory permits) and permission of the Metropolitan Washington Airports Authority (MWAA) for the construction of the Toll Express lanes
- Acceptance by MWAA of the proposed plan to provide additional free access to Dulles International Airport in lieu of a future additional lane to each direction of the DAAR
- Securing support from the Metropolitan Washington Airports Authority and the U.S. Department of Transportation to allow the project team to assume VDOT's role for construction, operation, and maintenance of the Dulles Toll Road and Dulles Airport Access Road
- Successful placement of the team's debt offering to support the concession payment and securing bond insurance to lower interest payments
- Cooperation with state and local law enforcement and agencies such as the Department of Motor Vehicles on toll violations. State law may have to be amended to permit certain toll collection and violation enforcement activities.
- Execution of a comprehensive communications plan that clearly and fully provides information to the general public on the benefits and use of the new Toll Express lanes and increases Smart-Tag/EZ Pass transponder use.

2g. *Is the proposed project consistent with applicable state and federal environmental statutes and regulations? Does or will the proposed design meet appropriate state or Federal environmental standards? Does the proposal adequately address air quality conformity?*

The Toll Express project will be developed in full compliance with all applicable state and federal environmental statutes and regulations. The environmental assessment will address all relevant environmental concerns, including air quality, noise, water quality, as well as impacts during construction, and secondary and cumulative impacts of the project. With regard to air quality conformity, the project will provide improved access to public transit and will enhance development of the Dulles Corridor as truly a multi-modal facility. The Toll Express lanes are not, however, currently included in the air quality model for the Washington Metropolitan area, and additional analysis will need to be performed to demonstrate their conformity and inclusion in the plan.

*2h. Propose allocation of risk and liability for post agreement work, and assurances for timely completion and safe operation of the project.*

As outlined in Section 3, our plan assumes responsibility for all operations and maintenance expenses associated with the Dulles Toll Road, including the additional Toll Express lanes, and for the Dulles Airport Access Road.

*2i. Clearly state the assumptions related to ownership, legal liability, law enforcement and operation of the facility.*

Our proposal assumes that the right of way for the Dulles Toll Road, the Dulles Airport Access Road, and the Toll Express lanes will remain owned by the U.S. Government. We also assume there will be no change in the current lease structure between the Commonwealth of Virginia and the U.S. Government for the original two lanes of the Dulles Toll Road (a 99 year term); the lease between the Commonwealth of Virginia and the Metropolitan Washington Airports Authority for the newest two lanes on the Dulles Toll Road (expiring in 2067), and the lease between the Metropolitan Washington Airports Authority and the U.S. Government for the Dulles Airport Access Road (expiring in 2067). Depending upon negotiations with the Commonwealth and MWAA, there may be the need for an adjustment to the lease structure to accommodate the concession approach.

Operations of the facility, including all toll collections and other administrative activities, will be assumed by the Dulles Express project team.

Law enforcement will continue to be provided by the Virginia State Police, and our finance plan allocates funding for this activity.

*2j. Provide information on any phased (partial) openings proposed prior to final completion of the work.*

Based on a Fall 2006 Notice to Proceed, the Toll Express lanes, and any necessary modifications to the Dulles Toll Road, would be completed by 2010. As outlined in Section 3, we also intend to make various improvements to the tolling equipment and the Dulles Toll Road itself prior to the opening of the Toll Express lanes and continuing through the life of the concession term. We will coordinate with VDOT and MWAA on

the various improvements to the Dulles Toll Road necessary for its efficient operation as outlined in Section 3.

*2k. Include a schedule and plan to maintain this facility in conformance with Department standards. Does the proposal clearly define assumptions or responsibilities during the operational phase including law enforcement, user fee collection and maintenance?*

As further outlined in Section 3e, the Dulles Express team has included an aggressive schedule for the maintenance and operations of the Dulles Toll Road to standards that meet, or may even exceed, those followed by the Virginia Department of Transportation on the current facility. Law enforcement responsibilities would remain with the Virginia State Police.